

ADDENDUM # 1

CRATERS OF THE MOON NATIONAL MONUMENT

INTERIM MANAGEMENT GUIDELINES

Introduction: Presidential Proclamation 7373 expanded Craters of the Moon National Monument and instructed the Bureau of Land Management and the National Park Service to prepare a joint management plan for the Monument. The agencies anticipate completing this plan by January, 2004. In a Memorandum dated November 24, 2000 the Secretary of Interior instructed the Bureau of Land Management and the National Park Service to, “. . . *issue interim management guidance for managing the Craters of the Moon National Monument*”. Furthermore, in a Memorandum dated February 15, 2001 the Acting Directors of the National Park Service and Bureau of Land Management instructed the Park Superintendent, Craters of the Moon National Monument and District Manager, Upper Snake River District to, “. . . *provide us with a proposal as to how the agencies can best coordinate management of the Monument*”. Until the agencies complete the Monument Plan, these Interim Management Guidelines will provide direction specific to Craters of the Moon National Monument.

These Guidelines are an Addendum to the Agreement between the NPS and BLM for cooperative management of Craters of the Moon National Monument. These Guidelines constitute a more specific level of direction than the commitments outlined in the umbrella Agreement. For BLM, these Guidelines are tiered to the National Interim Management Policy for Newly Created National Monuments. NPS will follow the National Park Service Management Policies.

These Guidelines only apply to the expanded portion of the Monument created by Presidential Proclamation 7373. A 1992 General Management Plan is currently in place for lands administered by the NPS prior to Proclamation 7373.

General Guidelines: The overall theme of this interim management strategy is to maintain existing management policies, designations, and allocations except where changes are necessary to comply with the Proclamation and protect the objects of scientific and historic interest within the Monument.

Proclamation 7373 did not change much of the agencies' regular and routine work within the Monument. Over the next three years, regular, on-going, base work will continue, albeit with a higher agency priority and a higher level of public interest.

However, all project level work within the expanded portion of the Monument, whether approved prior to the Proclamation or a new proposal, will be “screened” to insure no conflicts exist with the Proclamation. In most cases this will involve a quick, simple review and documentation in the appropriate project file. If conflicts or concerns with the project surface during the Proclamation screening, then the project should either undergo additional analysis using National Environmental Policy Act procedures, or be put on hold until completion of the Monument plan.

All BLM designations, restrictions, authorizations, and use limitations in effect on November 9, 2000, on lands now under NPS administration, remain in effect unless specifically addressed in the Proclamation, or in Park Service legal authorities. All NPS designations, restrictions, authorizations, and use limitations in effect on the portion of the Monument established prior to 2000 also remain in effect.

Both agencies expect to discover minor conflicts between NPS and BLM legal authorities, regulations, and policies during the interim management period. These conflicts should be interpreted based on the Monument Proclamation(s) and resolved to the benefit of the Monument’s resources at the lowest possible level within the agencies.

Public outreach and the involvement of local communities, users, and the Tribes are perhaps the most critical tasks facing the agencies. The agencies will communicate the contents of the Agreement and Interim Guidelines as widely as possible. It is important that staff from both agencies communicate the same message to the public.

Discussion of Specific Activities

Planning and NEPA: Both agencies have their own planning guidance. Development of the Craters of the Moon General Management Plan - Resource Management Plan - Environmental Impact Statement will require a unique mixing of both agencies procedures and guidance. A forthcoming Project Agreement (NPS) and Preparation Plan will outline the proposed Craters of the Moon planning process.

Evaluation of the five current BLM land use plans and NPS General Management Plan in effect at the Monument will be an interdisciplinary as well as interagency effort. The agencies view evaluation of these current plans as an excellent opportunity for staff from both agencies to become familiar with each other’s planning systems.

With limited exceptions, most “mid-level” planning for the expanded area will be placed on hold until completion of the Monument plan. BLM’s mid-level plans are generally referred to as Activity Plans. NPS mid-level plans are part of Implementation Planning. Individual project level planning and NEPA analysis will continue. Environmental Assessments are an important tool for involving the public in Monument management during this interim period.

Budget and Staffing: The agencies intend to function under a completely coordinated budget by Fiscal Year 2004. For Fiscal Year 2001, spending will be coordinated as closely as possible. Staff have already submitted Fiscal Year 2002 budget requests. Fiscal Year 2003 requests will provide the first opportunity for development of a consolidated budget.

The agencies will need to complete an Intra-Agency Agreement(s), Economy Act Determination(s), task orders, administrative and overhead fee waivers to share funding beginning in Fiscal Year 2002. The capability of the agencies to provide financial assistance to each other will be determined on a year-by-year, project-by-project basis, subject to the availability of funds. Intra-Agency Agreements also require a financial plan and reports documenting the completion of projects and funds expended.

The agencies will prepare an integrated Operations Plan for the Monument by **Fiscal Year**. The Operations Plan will facilitate interagency coordination at the project and specific task level. The Operations Plan will assign staff responsibility for specific work items, display the multi-fiscal year nature of some work, and provide documentation of accomplishments.

NPS line authority will continue through the Monument Superintendent. The BLM Interim Monument Manager will have authority as a point of contact, for day to day decisions, and to coordinate activities between the three affected BLM Field Office Managers in Shoshone, Burley, and Idaho Falls. Because the Monument includes three BLM Field Offices, authority for decisions that affect the entire Monument resides with the Upper Snake River District Manager.

The agencies will discuss opportunities to combine staff under the authority of a single line manager during the planning process. The agencies anticipate Monument plan decisions regarding facility and office locations. The staff and table of organization required to implement the Monument plan will likely differ from the staff and tables of organization in place during the interim planning period.

The agencies will encourage opportunities for details and informal cross assignments between staffs. Employees of both agencies will have access to training opportunities under the same terms as employees of the agency offering the training.

Travel and Transportation System Management: Within the expanded Monument, all of the existing transportation network is on BLM administered land. A few primitive routes (ways) are located within Wilderness Study Areas on NPS administered land. All existing roads and trails within the Monument that were open to vehicle travel prior to the Proclamation will remain open during the interim planning period. The agencies may close individual roads and trails to protect resources on a case by case basis. An example of such a closure would be roads within a fire rehabilitation project.

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The Proclamation closed the Monument to cross-country travel by motorized or mechanical vehicles. Mechanical vehicles include mountain bikes. On-the-ground, this closure only affects land outside of Wilderness Study Areas because cross-country vehicle travel was already prohibited in Wilderness Study Areas. BLM administers most of the land affected by this Proclamation restriction. BLM will coordinate with livestock permittees, USDA Wildlife Services, Idaho Department of Fish and Game and others who may require authorizations for cross-country vehicle use. Due to the rugged, roadless nature of NPS administered lava flows, authorizations for cross-country vehicle travel are neither desired nor necessary.

BLM will continue to maintain, inventory, and coordinate with County Governments in managing the roads historically and regularly used by motorized and mechanical vehicles. Existing County Road rights-of-way are considered a Valid Existing Right and are not affected by the Proclamation.

The Proclamation mandated preparation of a transportation system plan. The agencies will include a transportation plan as an important component of the Monument plan.

Recreation: The Proclamation did not affect most recreation uses such as camping and hiking. Historically, the recent addition to the Monument received very small amounts of recreation use. BLM estimates from the Recreation Management Information System indicate less than 10,000 visits per year. The vast majority of this use was hunting for sage grouse and mule deer. BLM estimates that the NPS portion of the expanded Monument received less than 300 visits a year, most of which were hunters and hikers along the edge of lava flows.

The area has attracted increasing numbers of mountain bikers, hikers, cavers and other adventure oriented recreationists in recent years. The agencies anticipate additional increases in non-hunting recreation use. The agencies will improve the quantity and quality of visitor use measurements as well as the monitoring of biophysical and social impacts of recreation use.

The proclamation did not affect hunting on BLM administered portions of the Monument, other than the prohibition on cross-country vehicle use. Hunting or the use of firearms on the NPS administered portion of the Monument is prohibited.

Outfitter and Guide Operations: BLM and NPS will coordinate all outfitter and guide authorizations with the Idaho State Outfitter and Guide Licensing Board. The NPS will explore the possibility of signing onto the statewide agreement between all of the Federal land management agencies and the Board. Both agencies will work with the Board to develop additional, temporary guidelines for outfitter activities in the Monument during the interim planning period. The agencies anticipate that decisions in the Monument Plan will address outfitter activities and perhaps use allocation.

All existing outfitter activities within the Monument will be “screened” to insure compliance with the Proclamation. The agencies will perform a NEPA analysis of all proposed changes to existing Outfitter Plans of Operation. Any approved changes will be temporary authorizations pending completion of the Monument plan. Temporary authorizations will not grant an outfitter any preference in future authorizations or allocations which may be made in the Monument plan.

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Both agencies believe that new outfitter services may be appropriate in the expanded portion of the Monument. Desired activities in portions of the Monument might include: guided hiking, geologic interpretation, jeep tours, backpacking, wildlife viewing, and mountain biking. Until the agencies complete the Monument plan, BLM will accept Special Recreation Permit Applications for outfitted services. BLM will prepare an environmental assessment for each application. The applicant must pursue the concurrent authorization process with the State Board. If the application is approved, the Special Recreation Permit will be issued for a term of one year. An acceptable annual performance evaluation will be required prior to renewal of the permit for another year. Annual authorizations will be required until completion of the Monument plan. These temporary authorizations will not grant an outfitter any preference in future authorizations or allocations which may be made in the Monument plan.

The agencies will work closely with all authorized hunting outfitters to insure they are aware of NPS restrictions regarding firearms and hunting on NPS administered portions of the Monument. The Proclamation did not change hunting and firearm use on BLM administered portions of the Monument.

Information, Education and Interpretation: NPS will have the lead in these program areas. All products and materials should include both agencies' logos. All products will comply with the intent of BLM's Interim Printing and Signing Guidelines for National Landscape Conservation System Units (IM-2001-083) and NPS Sign Standards (draft Director's Order # 52 C). During the interim planning period, most products will be temporary. Both agencies will monitor public demand for different types of products and evaluate the effectiveness of the available temporary products. The first initial priority is to provide visitor safety information related to the expanded portion of the Monument. The second initial priority is to reach out to local communities, schools, and historic users of the Monument.

It is critical that visitors seeking a developed recreation setting and experience receive information directing them to existing NPS facilities. This theme will be emphasized in all information materials including web sites, informational signs, kiosks, responses to inquiries, press releases, and hard copy handouts and sale items.

Visitors intentionally seeking a remote, primitive, dispersed experience will be provided with information containing a strong "Leave-No-Trace" message. Information on current conditions, hazards, and recommended equipment for backcountry travel will also be provided.

Publication and distribution of maps, educational materials, interpretive brochures and guides, will normally involve the Craters of the Moon Natural History Association. The three BLM Field Offices and Interagency Visitor Center in Idaho Falls will explore opportunities for working with the Natural History Association.

Wilderness Study Areas: Approximately 90 percent of the land transferred from BLM to NPS by the Proclamation is in Wilderness Study Area status. In many areas, BLM administered land lies between the WSA boundary and the NPS administered lava flows within the WSA. The Proclamation instructed NPS to manage WSA's according to Section 603 of FLPMA. NPS has national policy guidance for management of areas recommended suitable for wilderness designation. However, at Craters of the Moon, NPS will generally use BLM's handbook, "Interim Management Policy and Guidelines for Lands Under Wilderness Review" (IMP, Handbook 8550-1). BLM's IMP is directly tiered to Section 603 of FLPMA. This will also facilitate seamless service and avoid contrasts between the two agencies' management of the same WSA within the same Monument.

Every effort will be made to coordinate WSA IMP work with ongoing transportation network inventory, visitor use measurement, and cadastral survey. For example, the transportation system inventory will involve looking for any new ways established in WSA's since 1980 as well as documenting the condition of all existing ways.

The Proclamation had no effect on the existing, designated, NPS Craters of the Moon Wilderness.

Water Rights: The Proclamation does not reserve water as a matter of Federal law. However, the agencies will file for water rights under Idaho State Statute and within the procedures of the Snake River Basin General Water Adjudication. BLM has submitted several filings within the Monument, primarily for purposes of livestock and wildlife water.

Mineral Materials: The Proclamation prohibits casual rock collection on all land within the Monument. The agencies will provide information on BLM areas outside the Monument where casual collection of materials similar to those found in the Monument is appropriate and permitted.

No mining claims or mineral leases exist within the boundaries of the Monument. Existing authorizations for material sites within the Monument will continue during the interim planning period. Applications for new free use sites, community pits, common variety mineral material sales, or other discretionary mineral material disposals will not be accepted until completion of the Monument plan.

Lands and Realty: The Monument's external boundary is over 260 miles long. Within the boundary are approximately 8,000 acres of State land and 7,000 acres of private land. The Monument does not contain any Recreation and Public Purpose Act leases; active land exchanges, land sales or other land disposal actions.

BLM will perform an inventory of all rights-of-way, easements, land use permits, and other authorizations in effect as of the date of the proclamation. The agencies will make determinations on Valid Existing Rights as part of the planning process. At this time, the agencies are not aware of any conflicts between existing lands and realty program actions and the Proclamation. Action on applications for new, discretionary land use authorizations will be guided by existing NPS and BLM policies until completion of the Monument plan.

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The agencies will accept proposals for the acquisition of the private and state land within the Monument boundary during the interim planning period. The agencies will emphasize that all acquisition proposals, whether through easement, fee title, or exchange involve a willing seller who initiates the proposal. The agencies will identify acquisition priorities as part of the Monument plan.

BLM will prepare a written description of the Monument boundary and perform a meets and bounds survey of the external Monument boundary. Both agencies will approve the final boundary description. Minor boundary corrections based on the survey require the approval of both agencies. The agencies will consider maps showing the Monument boundary as preliminary and draft, until the description and survey are complete, approved, and filed with the Secretary of Interior.

In many places, the boundary between NPS and BLM administered land is extremely difficult to describe and locate. In most cases, distinguishing the boundary between BLM and NPS administered land, on the ground, is not a matter of concern to the agencies or the public. Surveying the boundary between the agencies is not a high priority. If a specific situation requires determination of the BLM - NPS boundary, then the boundary line will be described by the Universal Transverse Mercator coordinates which correspond to the edge line of the brown colored lava shown on USGS 7.5 minute series topographic maps.

Government to Government Tribal Coordination: Federal agencies are responsible for maintaining a formal government to government relationship with American Indian tribes. Federal agencies protect and maintain treaty rights on public land. Regarding cultural resources, this relationship focuses on identifying and protecting archaeological sites possessing traditional and religious values. BLM generally provides access for tribal members to gather traditional plant and animal resources from public lands, including National Monuments. Both agencies will facilitate access for tribal members to sacred sites. BLM and NPS will incorporate the concerns of the Shoshone-Bannock Tribes into the Monument plan through formal coordination. The agencies will also regularly coordinate with the Tribes and Tribal staff concerning management activities at the Monument.

Coordination with State and Local Governments: Most state and local government coordination will involve both agencies. Whenever possible, BLM and NPS will cooperatively conduct communication and coordination as the “Monument” rather than as an individual agency.

Law Enforcement Coordination: Law enforcement staff will work together in a cooperative and coordinated manner within the Monument. Both agencies intend to emphasize education over enforcement during the interim management period.

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Coordination with County Sheriffs will be conducted jointly. County deputization of BLM or NPS law enforcement staff is entirely at the discretion of the individual County Sheriff. BLM will enter into separate agreements with each of the five County Sheriffs affected by the Monument. During the interim management period, these agreements will provide financial assistance to the County Sheriffs so that they can manage an expected increase in people accessing the Monument as well as search and rescue activities.

Fire Management: BLM has traditionally functioned as the lead agency for most fire management activities in the Monument area. The agencies have established a long standing cooperative relationship prior to the expansion Proclamation. Both agencies have also entered into a variety of agreements with nearby local fire departments and rural Fire Districts. The agencies intend to continue, if not improve, these existing partnerships.

The Monument contains a complete spectrum of fire management activities. Fire suppression ranges from highest priority immediate response aimed at protecting remnant stands of sagebrush to low level monitoring of lightening caused fires within the Craters of the Moon Wilderness. BLM has scheduled several fuel management projects and range restoration projects which are partially within the Monument. Existing vegetation studies related to fire effects and fire rehabilitation will continue.

During the interim planning period, adequate fire management guidance exists under the agencies' existing plans and agreements. For example, existing fire management guidance requires a Resource Advisor for all wildfires within or near the Monument. Both agencies will continue to operate under existing fire management plans and Interagency Agreements which are reviewed and updated on an annual basis. The Monument plan will address fire management and the relationship between fire management and other resources.

Weed and Grasshopper Control Programs: The Proclamation will result in the agencies placing a higher priority on weed management over a large area. The focus on stopping the spread of new invaders will continue. The agencies will explore opportunities to increase cooperation and logistical coordination with local governments and weed control districts. The ongoing, nationally recognized, Raven's Eye WSA leafy spurge program will continue on both agencies' jurisdictions. Weeds are recognized to be an important element of transportation system management.

Historically, grasshoppers control activities have occurred within the Monument boundary where there is an agricultural interface. The agencies will work with USDA APHIS to address the additional constraints of Monument designation in the NEPA process for proposed grasshopper control activities.

USDA Wildlife Service's Operations: The Proclamation did not specifically address predator control. However, predator control activities are addressed in the Background Materials document, the Secretary's Memorandum, the Director's Memorandum, and BLM's National Interim Management Policy for Newly Created National Monuments. For BLM administered land, predator control, including any necessary preemptive strategies, will continue to be governed under applicable laws. BLM will continue to coordinate with Wildlife Services as described in existing national MOU's, BLM State policy, and Upper Snake River District annual meetings.

The NPS Superintendent has the authority to authorize predator control on NPS administered land for individual offending animals on a case-by-case basis.

Livestock Grazing: Both agencies will emphasize that the Proclamation affirms BLM's continued management of livestock grazing consistent with existing policies. Both agencies recognize that livestock grazing is an important component of the landscape described in the Proclamation. BLM will continue to follow the same laws, regulations, and policies for administering grazing as it did prior to the Proclamation.

Scientific Study: All of the Proclamations associated with Craters of the Moon National Monument focus on the unique geologic resources of the Monument. The protection, study, and appreciation of the Monument's unique geologic features are perhaps the over-riding purpose of the Monument. Both agencies acknowledge the challenge of scientific study in the Monument's remote and often harsh environment. In addition, restrictions on surface disturbance and cross-country travel can constrain geologic research. Nonetheless, the agencies recognize the potential exists for significant scientific discoveries. In addition, basic research plays an important role in the identification, characterization and interpretation of the Monument's resources.

The existing MOU between the agencies and the U.S. Geological Survey remains in effect. BLM and NPS will continue to encourage the U. S. Geological Survey to pursue ongoing research involving geologic mapping, geochemistry, geophysics, geomorphology, seismology, geomagnetism, geodesy, tectonics, earthquake hazards, volcanic hazards, and climate change.

The agencies will encourage partnerships with a variety of academic organizations, professional societies, clubs and hobby organizations who have expressed interest in the Monument's unique geologic resources. These organizations include three separate Grottos associated with the National Speleological Society.

The existing NPS unit has a long term air quality monitoring program in place. Both agencies intend to continue and expand climatic and air quality research and monitoring. The Idaho National Energy and Environmental Laboratory has cooperatively participated in these activities and is expected to be an important partner in the future.

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The Monument contains several ongoing archeologic scientific studies. The agencies will continue established relationships with academic institutions for these challenge cost share research projects. Inventory, characterization, and protection of cultural resources is a high priority for both agencies. The potential for additional discoveries of significant cultural and paleontological resources is high. Investigations must conform with policy guidelines for surface disturbance within Wilderness Study Areas and minimize surface disturbance elsewhere.

The lava flows at Craters of the Moon create many unique opportunities for the study of isolated, relatively undisturbed native plant communities. The Proclamation describes kipukas as important comparative benchmarks relative to human altered plant communities in the Snake River Plain. The Monument has been the site of many vegetative studies and research projects. Several studies involving rare plants, natural fire, fire rehabilitation, and grazing are in progress. The agencies intend to continue ongoing studies without regard to the Proclamation's transfer of administration of some study sites.

The Monument is also a remnant stronghold for sage grouse. The Monument is particularly suited for the study of healthy sage grouse populations. The agencies intend to encourage both population and habitat research in cooperation with the Idaho Department of Fish and Game.

Several potential partners have expressed an interest in biological science at the Monument including Idaho's Conservation Data Center, the Idaho Rangeland Resource Commission, universities, and the Biological Division of the U.S. Geological Survey. Both agencies will actively encourage appropriate and needed biological research in cooperation with these partners to fulfill this important aspect of Monument designation.

The agencies hope to sponsor and host a Science Symposium in Fiscal Year 2002 with the intent of cataloging existing scientific information and fostering future research within the Monument.

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